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ABSTRACT

The document outlines a concrete framework for the development of education in Easterville, Manitoba (a Cree Indian Reserve), over the next decade. Its purpose is to present a statement of principles and objectives worthy of public discussion and to provide specific recommendations in response to current problems. Based on a review of student achievement, the report indicates that achievement levels are similar to other northern Canadian native communities, but are below national averages and not acceptable. The report emphasizes that improving achievement is a complex task, requiring time and shared responsibility. Identified as factors for which the school is responsible are curriculum, school organization, quality of teaching and administration, pupil promotion policy, special services, language of instruction, materials, and resources. Cited as parent responsibilities are emphasis on attendance and achievement, value attached to education, and support for their children's work. Included as student responsibilities are effort, commitment to school, attendance, and support for each other academically. The report provides recommendations including developing a bilingual program; restructuring the elementary program around skill, discovery, and expressed arts subjects; dropping grades 11 and 12; balancing academic, vocational, and exploratory subjects in grades 7-10; providing field trips; and emphasizing adult education. (NEC)

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EASTERVILLE EDUCATION REVIEW

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January, 1984

EASTERVILLE EDUCATION REVIEW
CHEMAWAWIN INDIAN RESERVE
EASTERVILLE, MANITOBA
ROC OVO
CANADA.

LETTER OF TRANSMITTAL

Mr. Henry Wilson
Chief Executive Officer
Easterville Education Board
Easterville, Manitoba
R0C 0V0

Dear Mr. Wilson:

Please accept this document as the final report of our review of education in Easterville.

For the past several months we have been involved in an intensive analysis of education in Easterville. Our purpose was to prepare a framework for the future of education for consideration by the people of Easterville. This document is the result of that effort. Its contents have been influenced strongly by the information we collected and by the expressed views of concerned individuals in the community.

The document is intended for public discussion. We believe that a key to the success of education development activities is direct participation by people. It is our hope that this document will encourage widespread interest and discussion in Easterville in order that future development decisions are made in the context of a realistic examination of the issues.

Finally, we believe this document contains the elements of a plan for a development and demonstration project which could be submitted to the Department of Indian Affairs for special funding.

Thank you for giving us the opportunity to do this work.

D. Bruce Sealey

J. Anthony Riffel

/d

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INTRODUCTION

This is an important time in the development of education in Easterville. Although recent educational efforts in the community have not been successful, there is a commitment to improvement on the part of people in the community. We are certain that real progress can be made if this commitment is fostered.

This document is intended to foster this commitment by outlining a concrete framework for the development of education in Easterville over the next decade. It is intended also to present a statement of principles and objectives worthy of public discussion. Finally, it is intended to put forward a number of specific recommendations in response to current problems. Instead of serving as a rigid plan which would not permit adjustment over time and would thus have little lasting value, this document is intended to provide a flexible plan designed to obtain the involvement of the people in the continuing development of education in their community.

In this sense, the preparation of the report is only a small step in the process of improving education in Easterville. Other steps, which will be more important in the long run, must follow:

1. conducting extensive public discussions of current issues and of plans for improvement;

2. securing public commitment to a set of principles and a course of action;

3. creating structures for educational improvement under the direction of a school board; and

4. preparing detailed plans and specific activities for educational improvement.

The process of educational improvement takes time. The desire to see immediate action and results must be accompanied by the realization that long term educational success requires a stable environment and community commitment to educational progress.

THE ECOLOGY OF CEDAR LAKE

In times long past Cedar Lake was known throughout Manitoba as a beautiful lake with clear, sparkling water that produced some of the best fish in the world. Then the dam was built at Grand Rapids. As the water backed up behind the dam islands were wholly or partially flooded, shorelines changed, beaches disappeared, hay meadows flooded and the water covered parts of the forest.

The relationships among water, land, and fish were changed. The old balance and harmony was gone. There was an ecology badly unbalanced. Most serious was the harm the unbalance brought to the fish. The old spawning grounds were gone. Areas rich in food suddenly disappeared as currents changed in the lake. The fish had to find new spawning grounds and new feeding areas as well as learn to avoid the log infested waters. Some fish adapted quickly, especially the coarse fish. They had a great growth in numbers which meant they took more of the food and thus made life more difficult for the pickerel, whitefish and goldeye. It was to be a long time before the lake stabilized and slowly began to get back its balance and harmony.

The raising of the level of the lake also upset the people in the area. A new village had to be created and the social and economic lives of the people changed. The population of the community grew rapidly and there were no longer employment opportunities for the young men and women. The school system had trouble in educating the young people for jobs available in other communities. It was to take a long time before the education system could change itself to meet the new and different needs of the school and the community.

AN ECOLOGY OF ACHIEVEMENT

A successful school is like a healthy lake. All of its parts are interdependent. If the parts are in balance and harmony, conditions will be desirable. If one part changes, the whole will change. If one part deteriorates, the whole deteriorates.

In a successful school, the parts make up what can be called an ecology of achievement. The purposes and outcomes of such an ecology are clear. The community achieves its goals: excellence in education, the preservation of its best traditions, and the promotion of social and economic opportunities for its members, especially the young. The school accomplishes its purposes: excellence in teaching, curriculum and administration. And students realize their goals: excellence in learning, in personal development, and in the skills and attitudes necessary for individual advancement and for community service and leadership.

In Easterville this also means bringing into harmony:

1. the preservation of Cree language and culture; and

2. the development of the knowledge and skills, including English language skills, that people need in order to obtain the economic and social benefits of Canadian society.

PROMOTING SUCCESS IN EDUCATION

In successful schools marked by an ecology of achievement a number of conditions exist. When any condition operates at a low level some dissatisfaction and loss of achievement result.

1. People in the community and in the school value education and work together toward the same educational goals. Teachers and administrators, their plans and methods of instruction, have the support of the community.

2. Schools are pleasant environments which encourage teaching, learning, and appropriate behavior. Instructional materials are carefully selected and in good supply. Classrooms, libraries, laboratories, and other facilities are attractive, well-equipped and safe environments in which to work.

3. Teachers are carefully selected for their skill in teaching, their knowledge, and their concern for the growth of students. They are supported in their efforts to advance their work in schools.

4. Parents and community members care about the education of young people. Young people are motivated because their parents value education, and because their parents support their work in schools.

5. Administrators--principals, vice-principals and directors--are appointed for their leadership skill. They have objectives which are clear and which they pursue with commitment. They are able to gain support for these objectives. And they are respected by members of the community, by students, and by the people with whom they work.

6. Members of the school board are elected because of their interest in education and the community and because of their commitment to the improvement of education.

7. The work of the school and its success are evaluated. Tests of many kinds are used to assess the progress of students, to diagnose problems, and to design special approaches to instruction. The evaluation is designed to increase the achievement of students and to promote the cooperation of parents and students in the teaching learning process.

8. The organization of the school reflects the purposes of the school and is designed to guide, support and reward the efforts of students and teachers. Time is well used. Programs are appropriate and well organized.

This document is intended to be an early step in the process of creating educational conditions such as these in Easterville.

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PURPOSE OF THIS EVALUATIVE STUDY

This evaluative study was conducted at the request of the school board in response to concerns expressed by the community about the quality of education in Easterville: how good is our school? how well are our children doing in school? why are so many failing and dropping out? why are our children who are sent out to school so often failed or set back a grade or more in school?

It was also conducted because of the board's desire to improve the quality of education in Easterville. Given the need for an ecology of achievement, the goals of bilingualism and biculturalism, and an understanding of the conditions necessary for success in education, how might education in Easterville be improved? What can be done immediately, and over the long term, to improve achievement in Easterville school and to achieve the goal of bilingualism and biculturalism?

ENROLMENT

School enrolments in Easterville are shown in Table One. The figures include only those children of school age whose names appear on the register of the school. It can be assumed that there are a number of young people of school age in the community, especially between the ages of fourteen and eighteen, who are not in school. The exact number of these young people is not known.

Table One shows that:

1. there were 276 students on the register of the school in October, 1983;

2. 61% of the students were from the Easterville Band, while 39% were from the Metis community, attending the school under an agreement between the Band and Frontier School Division; and

3. enrolments in the upper grades were much lower than one would expect, indicating a high dropout rate among students who are fifteen years of age and older.

The enrolment figures do not show the high levels of mobility in the community, the large number of families and children who move into and out of the community, whether permanently or temporarily.

Table One

SCHOOL ENROLMENT

October, 1983

Grade	Treaty	Metis	Total
N	10	7	17
K	8	6	14
1	9	10	19
2	18	12	30
3	15	14	29
4	16	10	26
5	23	12	35
6	17	12	29
7	17	7	24
8	13	7	20
9	9	9	18
10	6	1	7
11	4	1	5
12	3	0	3
Total	168	108	276

STUDENT ACHIEVEMENT

A main concern of this evaluation study was with student achievement in Easterville School. The concern was prompted by the questions listed earlier: how good is our school? how well are our children doing in school? why are so many of our children failing and dropping out? why are our children who are sent out to school so often failed or set back a grade or more in school?

The information in this section of the report was collected with questions such as these in mind. The information is presented in the following order:

1. information on the number and destination of school dropouts
2. information on age-grade placements
3. information on achievement within Easterville
4. information on achievement in Easterville in comparison to national norms
5. information on achievement in Easterville in comparison to the achievement of a random sample of students in The Pas.

In all cases information was collected from available sources. Special tests of achievement were not administered.

The information on the following pages shows that student achievement in Easterville is unacceptably poor. Far too many students drop out and fail. Very few students achieve much in school: most are two years or more below what is expected for their grade level; no students are achieving at high levels, let alone working at a level of excellence.

The implication of this information is also clear: improving the quality of education in Easterville must become an urgent priority

for the community. The future of the community and all its members, especially its young people, depends upon it.

School Leavers

Table Two shows that between 1978 and 1983, 84 students dropped out of school in Easterville. Of the 84, only 2 are employed. 15 young women are mothering. 52 are unemployed! Over half left before they completed Grade 8.

The implications of these figures are disturbing. They indicate that many young people in the community do not value education. They make it clear that there are few economic opportunities for uneducated young people--52 of 84 dropouts are unemployed. They suggest the possibility of a future welfare generation. They mean that children in school are surrounded in their community by poor educational role models and may become subject to peer pressure to drop out from school.

Table Two

DESTINATION OF SCHOOL LEAVERS
FOR FIVE YEARS

1978-1983

Destinations:	Number of students who left before completing grade							Total
	6	7	8	9	10	11	12	
Work					1	1		2
Upgrading								
University								
Community College								
Unemployed	8	11	10	10	8	2	3	52
Dead		1						1
Mothering	1	1	4	4	3	2		15
Left Community	1	4	3	3	3			14

Age-Grade Placement

An age-grade placement table is a useful device for estimating pupil progress in a school. By relating ages to grades, it is possible to identify the number of children who are in an appropriate grade for their age and the number who are not. Those children who are old for their grade (for example, aged 10 but placed in Grade two) have not progressed well, are performing below expectations for their age, and have failed.

Table Three provides this information for students in Easterville. Those students within the boxes are generally at the correct grade for their age; those outside of the boxes have either been accelerated or held back in school. For example, among 26 students in Grade four, 15 are the right age; 1 is young for Grade four; and 10 are old for Grade four, having failed one or more grades earlier in school.

Table Three shows the following:

1. 43.4% of the students in Easterville are one or more years below expected grade level. The provincial average is 7%;

2. if the dropout rate were lower, the number of students below expected grade levels would be higher;

3. age-grade deceleration is a problem at all grade levels. The problem is serious by grade two, and acute by grade four;

4. age-grade deceleration is a problem for teachers and students. Teachers are asked to provide instruction to groups of students who range widely in age (for example, the grade four class ranges in age from 8 to 14) and probably in motivation (it is difficult to imagine a

fourteen year old being interested in grade four work and enjoying the company of nine and ten year old students). Students of the right age for their grade are placed with others who are older, who have had serious difficulty in school, who may lack motivation, and who are at a different stage of physical and social development.

Table Three

EASTERVILLE SCHOOL
AGE-GRADE PLACEMENT

Source: Nominal Roll September, 1983

Age	K	1	2	3	4	5	6	7	8	9	10	11	12
5	9												
6	2	12											
7		2	8										
8		1	11	8	1								
9		1	2	11	6								
10			2	4	9	2							
11			3	1	4	13	8						
12				2	4	4	4	7	2				
13					-	9	4	3	4				
14					2	5	7	4	6	5		1	
15						1	1	5	4	1	4		
16								3	5	6	2	1	
17							1		2	1		2	
18								2		1		2	1
19									2		1		1
20													
Age not listed		3				1					1*		1*
Total	11	19	26	26	26	35	25	24	25	14	8	6	3
% Age-Grade Retarded		12.5	20.5	20.5	38.5	56.	54.	54.	44.	57.	33.	50.	33.

Total:	Kindergarten - Grade 12	248
	Less	4
		244
Age-Grade retardation for Easterville School		43.4%
Age-Grade retardation for provincial schools		7%

*Age 21

Student Achievement in Easterville

One approach to assessing student achievement is to consider student performance on standardized achievement tests.

In October of 1983 all students in the school were required to take the Canadian Test of Basic Skills. The test is widely used in Canada. Student achievement is tested in several areas:

Vocabulary
Reading Comprehension
Language Skills: Spelling
Capitalization
Punctuation
Usage
Work-Study Skills: Maps
Graphs
References
Mathematics Skills: Concepts
Problems

The test is structured in levels to ensure that students are given a test of appropriate difficulty. The test produces grade-level scores: for example, a student with a score of 4.3 is performing at the level of a child in the fourth year and third month of schooling. This is the minimum score that could be expected of a child early in Grade 5.

It should be noted that some people, including several teachers in Easterville, are critical of the Canadian Test of Basic Skills. Their criticisms focus on the cultural bias of the test and on the issue of whether the tests measure things which are important or are taught in classrooms.

We understand these criticisms, but do not accept them fully. Our view is this: the test is one measure of student achievement.

It examines skills which are important to the social and economic opportunities of people--particularly skills in English and mathematics. To dismiss the test is as wrong as to make too much of it.

Figures One to Three provide some information on the scores of students in grades three, six and eight in reading comprehension and mathematics skills as well as composite scores for the whole test. For each grade, minimum grade equivalent score expectations were set: 2.1 for grade three (in October, students in grade three were in their second year plus one month of schooling); 5.1 for grade six; and 7.1 for grade eight. The number of students who scored above, at or below these minimum expectations (taking into account errors in measurement) was counted, and this information was put into the form of bar graphs.

Figures One to Three show that students in Easterville appear to experience some early success in school but that in the long run they do poorly. By grade eight, almost all students score well below minimum expectations for that grade. The pattern is similar for the three scores shown: reading, mathematics skills and composite. Moreover, the early success may be misleading--because the test examines a limited range of easily mastered skills, not the deeper and more complex abilities which are necessary for later success in school.

It must be understood that these results are from achievement tests, not tests of ability or intelligence. They provide a picture of what children have achieved in the current programs of the school. They do not indicate the potential of the students or what they could achieve if programs were different.

Figure One

ACHIEVEMENT: READING COMPREHENSION

Fall, 1983

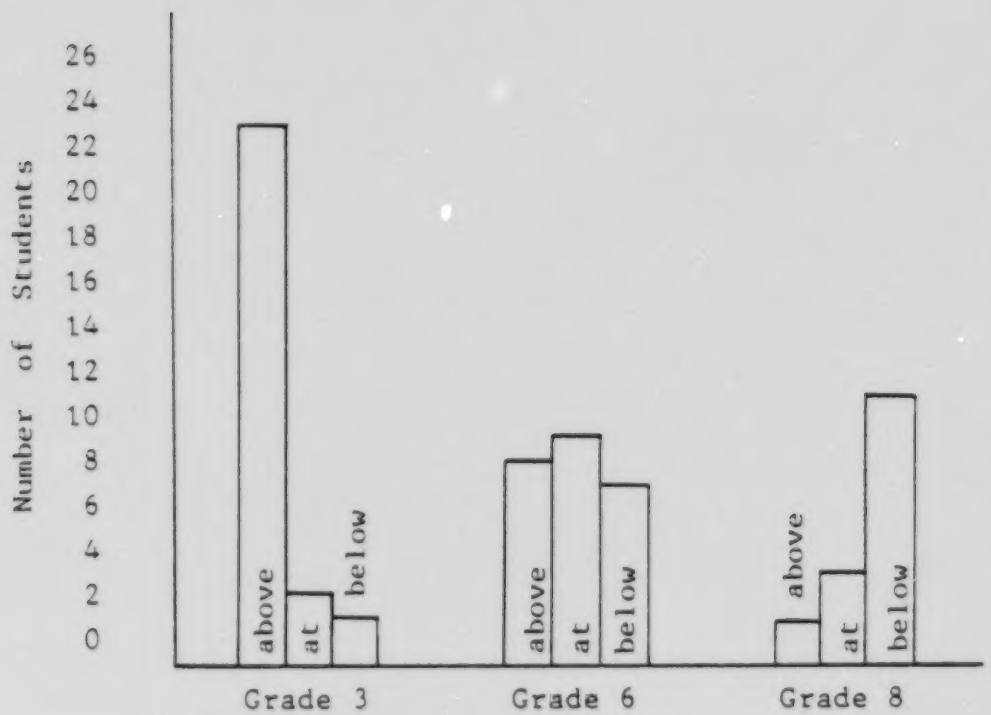


Figure Two

ACHIEVEMENT: MATHEMATICS

Fall, 1983

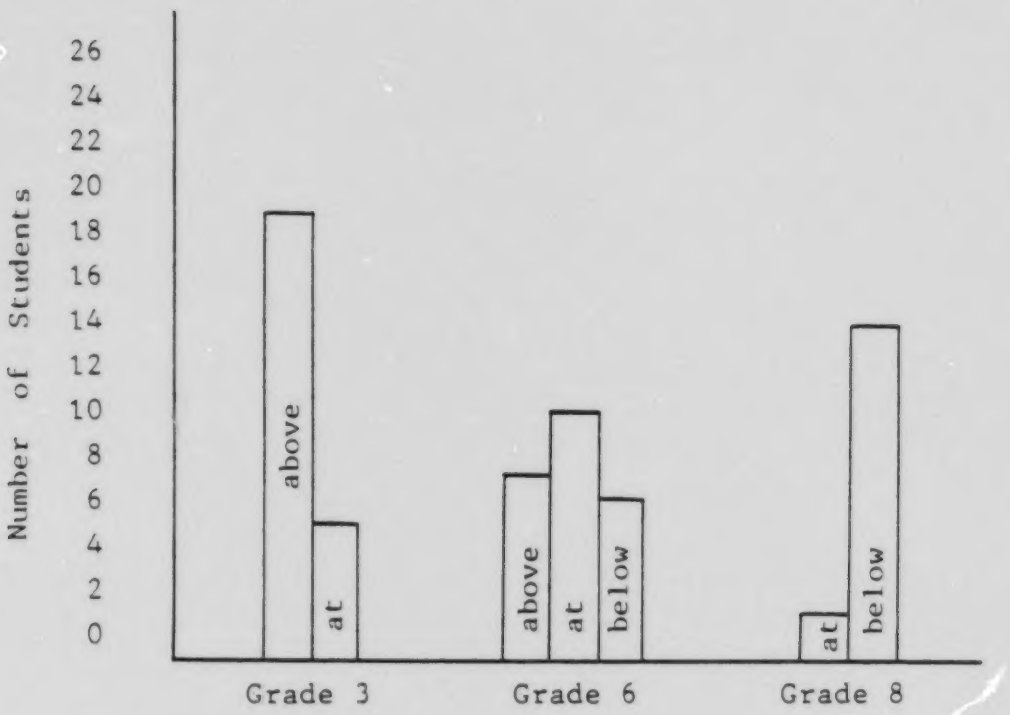
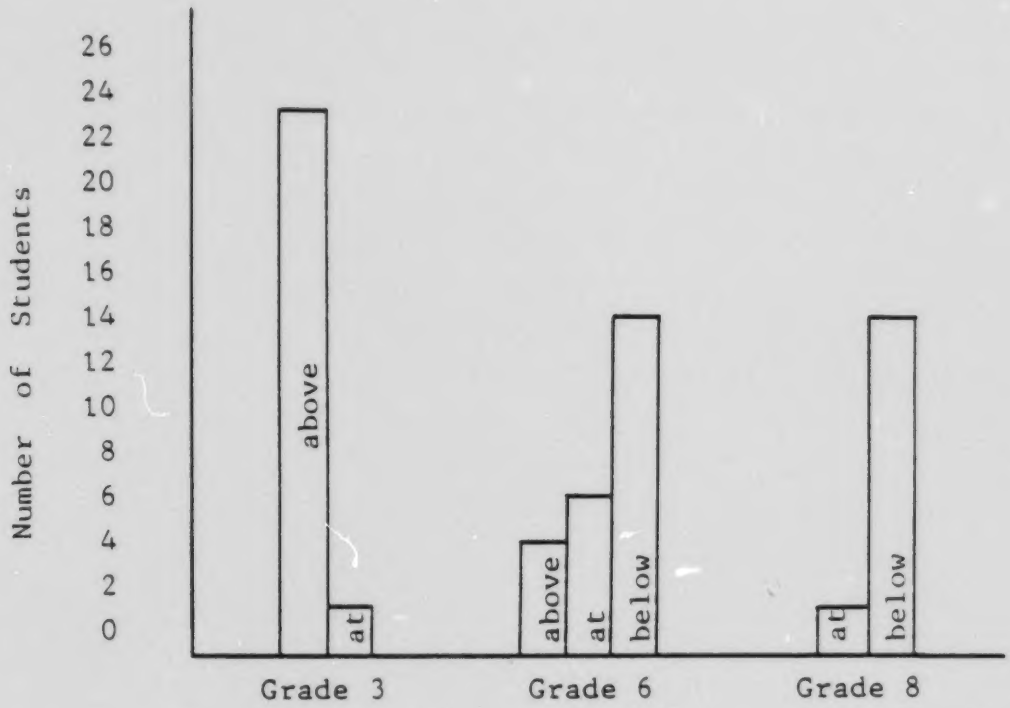


Figure Three

ACHIEVEMENT: COMPOSITE

Fall, 1983



Achievement in Easterville in Comparison to Achievement Across Canada

Since the Canadian Test of Basic Skills is widely used in Canada it is possible to compare the achievement of students in any one school to that of students from many schools throughout the country.

Tables Four to Six provide this information using the percentage of students whose scores exceed grade medians as an index. A median is like an average. It refers to that score above and below which an equal number of students placed. If for example, a group of ten students took a mathematics test, and received scores of 1.3, 1.5, 2.1, 2.1, 2.5, 2.5, 2.75, 2.8, 3.1 and 3.7, the median score is 2.5. The example also illustrates that the scores of a group of students on any given test are likely to cover a wide range--in this case from 1.3 to 3.7. These ideas of median and range are important because they make comparisons possible.

Tables Four to Six show that the achievement of students in Easterville does not compare favorably to that of students in other parts of Canada. All students are at or below Canadian medians. None are above. If achievement were comparable, it could be expected that half would be below national medians and half would be above. To put this another way, the best score in Easterville is roughly equal to the Canadian median; the average score in Easterville well below.

Table Four

PERCENTAGE OF GRADE 3 STUDENTS WHOSE SCORES EXCEED GRADE MEDIANS:

COMPOSITE SCORES

Grade Medians	National	Easterville
1.15	99.0	100
2.15	80.7	50
3.15	50.0	50
4.15	21.4	0
5.15	3.7	0
6.15	0.1	0

Table Five

PERCENTAGE OF GRADE 6 STUDENTS WHOSE SCORES EXCEED GRADE MEDIANS:

COMPOSITE SCORES

Grade Medians	National	Easterville
3.15	96.8	100
4.15	88.1	70.8
5.15	72.3	29.2
6.15	50	0
7.15	23.8	0
8.15	7.0	0
9.15	1.3	0

Table Six

PERCENTAGE OF GRADE 8 STUDENTS WHOSE SCORES EXCEED GRADE MEDIANS:

COMPOSITE SCORES

Grade Medians	National	Easterville
4.15	98.9	100
5.15	93.2	66.6
6.15	84.5	26.7
7.15	70.0	6.7
8.15	50.0	0
9.15	26.2	0
10.15	9.3	0
11.15	1.8	0
12.15	0.2	0

Achievement in Easterville in Comparison to Achievement in The Pas

In addition to comparing the achievement of students in Easterville to the achievement of students throughout the country, it was felt that comparisons to achievement in another northern Manitoba community would be desirable. The Pas was selected because Kelsey School Division was known to administer the Canadian Test of Basic Skills, because the Division was willing to make scores available and because children from Easterville are sometimes sent to The Pas to go to school.

Figure Four and Table Seven provide the results of this comparison. It should be noted that the scores from The Pas are from a randomly chosen sample of 51 native and non-native students in the equivalent of grade six in Kelsey School Division. The tests were administered at the same time of year (October, 1983), so the results should be comparable. Comparisons are restricted to the grade six level--this level was chosen because it represents the end of elementary schooling. They are also restricted to the language arts area since Kelsey School Division does not use the mathematics skills part of the Canadian Test of Basic Skills.

Again, Figure Four and Table Seven show that the achievement of students in Easterville does not compare favorably to the achievement of students in The Pas. Achievement in Easterville tends to be at the bottom of the range; in The Pas it tends to be at the top of the range.

Figure Four

ACHIEVEMENT: READING COMPREHENSION

Fall, 1983, Grade Six

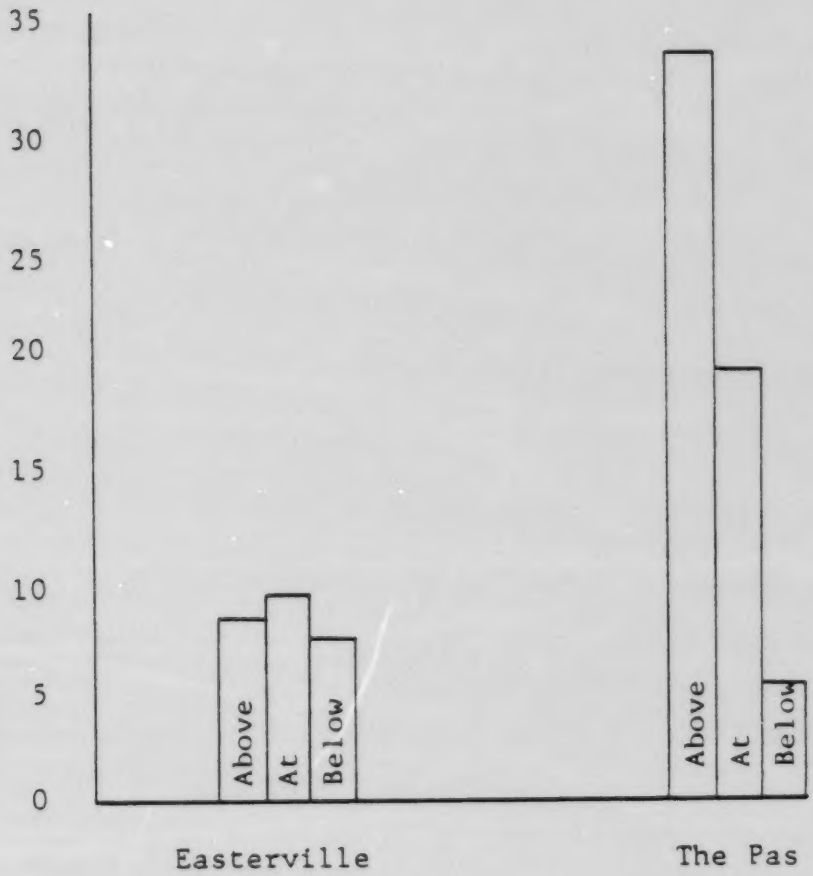


Table Seven

Number of Grade 6 Students Whose
Scores Exceed Grade Medians:

Reading Comprehension

Grade Median	Easterville	The Pas
2.15	1	-
3.15	4	1
4.15	5	4
5.15	10	13
6.15	4	14
7.15	-	8
8.15	-	11

Other Indicators of Achievement

In addition to the Canadian Test of Basic Skills, students in Easterville have also taken a number of other achievement tests from time to time. These include: in 1980, the grade 3 provincial reading assessment and the grades 5 and 8 science assessments; and, in 1981, the grade 3 provincial mathematics assessment.

We did not undertake a detailed analysis of student achievement on these tests. The files for these tests were very disorganized. Most students in the school did not write the tests--it was our impression that some students were asked to stay at home the days the tests were administered.

But our impression on reviewing tests that were written was that students did very poorly--as poorly, or worse, as they did on the Canadian Test of Basic Skills.

Achievement: Summary Observations

In summary, the level of student achievement in Easterville is not what it should be. This is true whether one uses minimum grade level expectations, national student achievement, or student achievement in The Pas as bases for judgment. By the end of elementary school students in Easterville are behind as a group and no students are achieving at above average levels. The social and individual consequences of this can only be undesirable.

We should point out that, in our experience, student achievement in Easterville is similar to that of students in other northern, native communities. There is nothing unique to Easterville in this respect.

But to say that achievement in Easterville is like that in other communities is not to say that it is acceptable. It is not.

It does not mean that levels of achievement have to be low and that levels of achievement cannot be raised. Levels of achievement can be raised to a point comparable to most places in Canada.

How is this to be done? It is to this question that we direct the balance of this report.

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INCREASING STUDENT ACHIEVEMENT: A NECESSARY PROLOGUE

The low level of achievement we have found is the product of many factors--to return to our original analogy, it is because the educational ecology of Easterville is one of failure, not of achievement.

Some of these factors are the responsibility of the school: curriculum, organization of the school, quality of teaching and administration, pupil promotion policy, special services, language of instruction, materials and resources, etc.

Other are the responsibility of parents: emphasis on attendance and achievement, value attached to education, support for their children's work, etc.

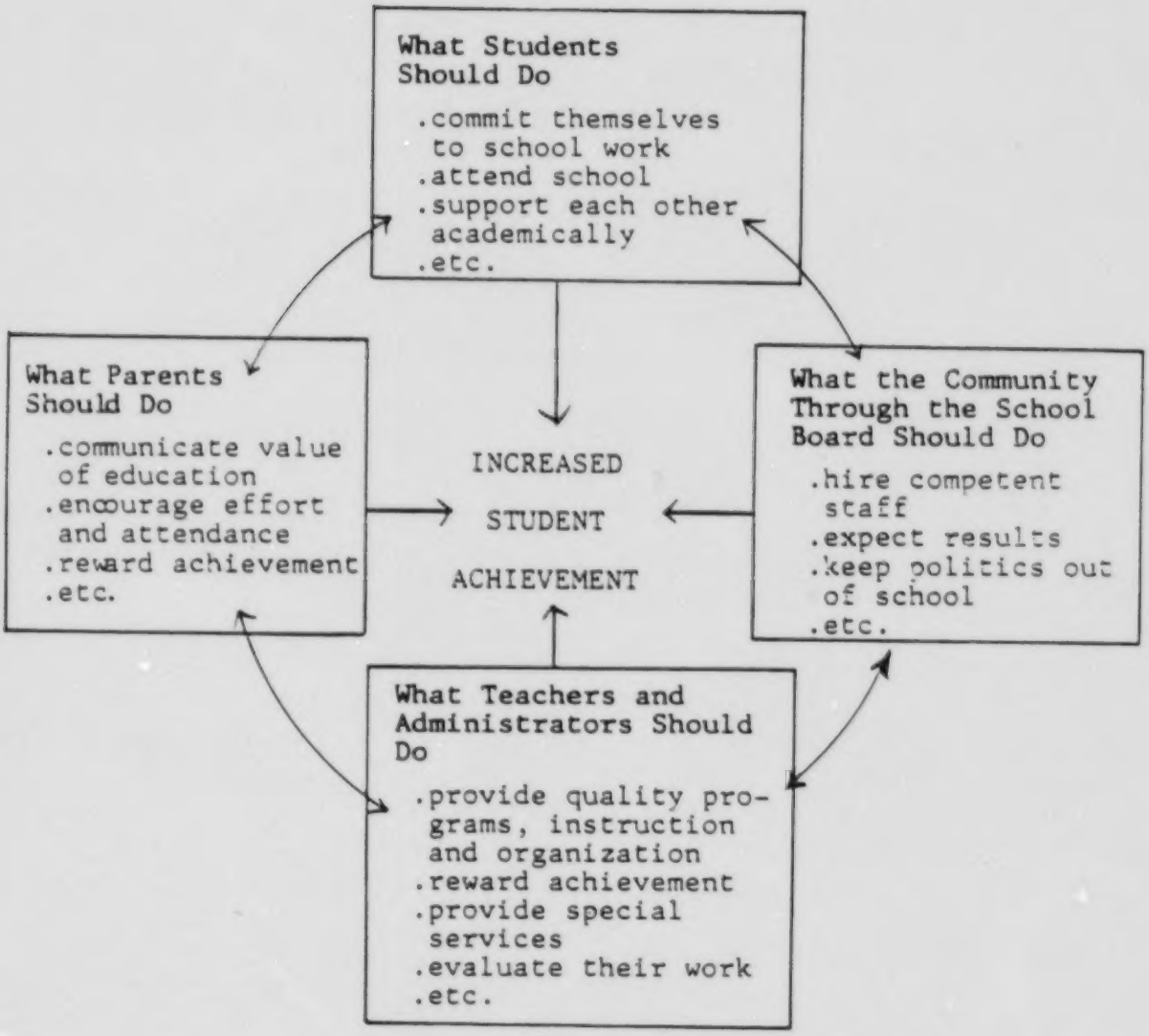
Still others are the responsibility of students: effort, commitment to school, attendance, support for each other academically, etc.

Working on only one of these factors is not likely to do much good. Simply improving attendance, if that is all that is done, will contribute little to improved levels of achievement.

And little will be accomplished if only one group in the community accepts its responsibility. The professionals in the school can improve the quality of their work, but if it is not accompanied by increased support from the community and increased effort from students, little overall improvement can be expected.

This means that the task of improving achievement in Easterville is complex--there are no simple solutions. It means also that it is a shared responsibility--no one group should be expected to do it alone. And it means that the process will take time--there are no quick solutions either.

Figure Five


What Students Should Do
.commit themselves to school work
.attend school
.support each other academically
.etc.
What Parents Should Do
.communicate value of education
.encourage effort and attendance
.reward achievement
.etc.
INCREASED
STUDENT
ACHIEVEMENT
What the Community Through the School Board Should Do
.hire competent staff
.expect results
.keep politics out of school
.etc.
What Teachers and Administrators Should Do
.provide quality programs, instruction and organization
.reward achievement
.provide special services
.evaluate their work
.etc.

RECOMMENDATIONS: LANGUAGE

Virtually all students in Easterville enter school speaking only Cree or Cree and very limited English.

Because the language of the school and the language required for social and economic success in Canada is English it is assumed that students need instruction in English and that if students have difficulty in English they need more instruction in English. These assumptions can be seen in Easterville in many areas. A growing number of parents reluctantly speak English to their children. The nursery and kindergarten programs of the school are largely in English and are sometimes criticized for not doing enough in English. Most Cree-speaking aides are not used beyond primary grades because students are expected to work only in English from grades three or four onwards. Students are expected to use English in the hallways and on the school grounds, not just in the classrooms. All communications in the school are in English--signs, newsletters to parents, announcements, etc.

In the absence of evidence to the contrary, these seemed to be common-sensical.

There is now, however, a growing body of evidence that these assumptions are not always appropriate and that designing programs based on them can be detrimental to student achievement. New research has demonstrated that instruction in the students' first language (in Easterville, Cree) actually helps in their general educational achievement and in their later learning of English! This new research is explained in the following ways:

1. learning English no longer threatens the students' identity, because the use of their language (Cree) in school gives them pride in their own cultural and racial background and no longer threatens their self concept;

2. the use of their language (Cree) in instruction builds on the language and intellectual skills the child brings to school. Thus children are able to benefit immediately from instruction; they do not have to wait until they understand English before they can benefit. Moreover, when English is introduced later in school, the children can make use of skills developed in their first language (Cree) in learning English;

3. using the first language (Cree) in school increases the the possibility that parents can help their children with their work at school.

This new research suggests the need for a bilingual approach to education. Examples of bilingual education programs from many countries clearly demonstrate the benefits of such an approach.

One example is the Rock Point Navajo program. The program was begun in 1971. Before the bilingual program was started, students were two years behind U.S. norms in English reading by the end of grade six, despite intensive teaching of English as a second language. The bilingual program used Navajo as the language of instruction between kindergarten and grade two, and continued its use through grade six for between fifty and twenty-five per cent of the time. English reading instruction was delayed until Navajo reading skills were established (grade two). By the end of grade six, students in the bilingual program were achieving slightly above U.S. norms in reading English, despite much less instruction in English than before 1971. A description of this program and of its results is included as Appendix B to this report.

Another example is the study in Manitoba of French students. It was found that students receiving eighty per cent instruction in French and twenty per cent instruction in English did just as well

in English as students receiving eighty per cent in English and twenty per cent in French.

We are of the opinion that much of the poor achievement in Easterville can be attributed to the premature use of English in the school and strongly recommend that the school become bilingual and bicultural. To accomplish this we recommend:

1. the establishment of a language-shift program in which: Cree is used exclusively in nursery and kindergarten; Cree is the language of instruction in grades one and two and oral English only is introduced in grades one and two; Cree is the main language of instruction in grade three and English reading and writing are introduced in grade three; and the balance between Cree and English is equal in grade four, with the use of Cree being reduced to twenty-five per cent by the end of grade six. This can be shown graphically, as in Figure Six;

2. the more extensive use of Cree in communications outside classrooms--in signs within the school, in newsletters and reporting to parents, in announcements, etc.;

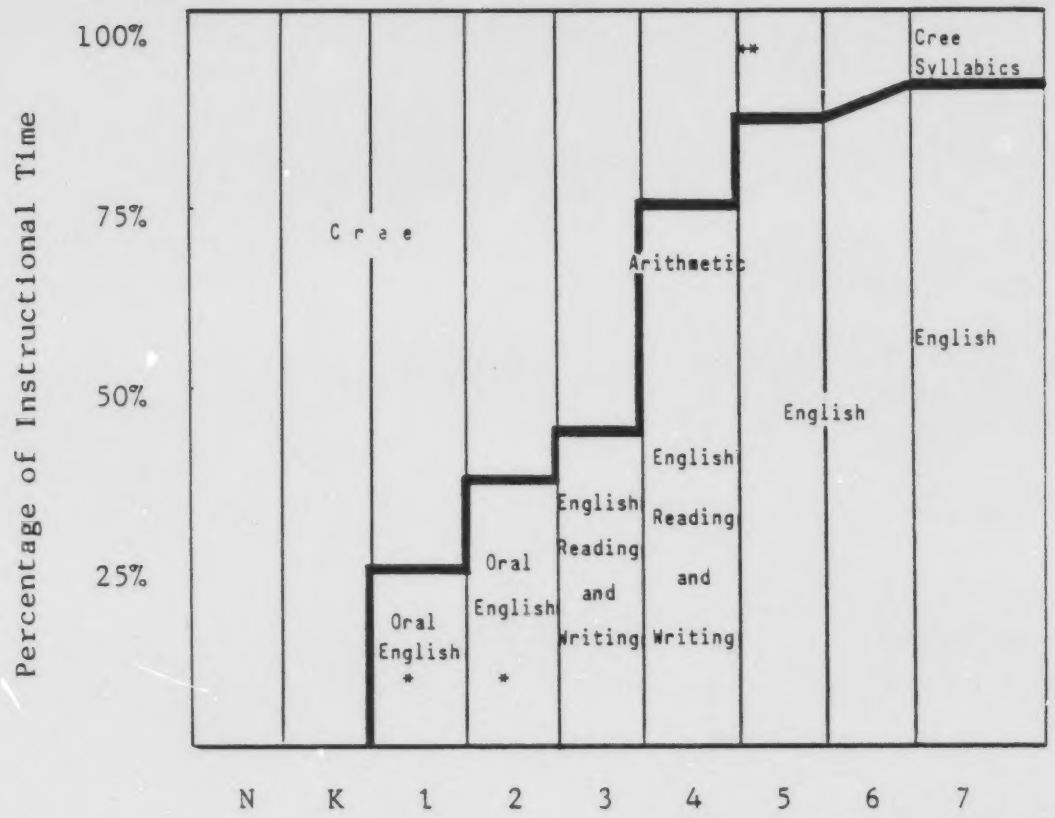
3. the employment of persons to translate and to write new curriculum and general reading materials in the Cree language using English letters;

   The immediate lack of materials should not be seen as a major obstacle to the implementation of these recommendations. It is our experience that many of these materials can be produced quickly and inexpensively, especially for children in nursery through grade two. The Department of Education already has readers in Cree. A number of northern schools have materials which can be collected for use in Easterville; and

4. Cree syllabics should become a part of the school curriculum, beginning in grade seven.

Figure Six

Illustrative
Language Shift Pattern
for Promoting Bilingualism



*The Discovery Subjects to form the content core for learning to speak English

**Expressive Arts to be in Cree in grades 5 and 6

We are also of the opinion that certain conditions are necessary if the benefits of a bilingual program are to be achieved. These conditions include:

1. the presence of a long term community commitment to bilingual programs;

2. the acceptance by parents of their responsibilities for the education of their children;

3. the availability of qualified, bilingual teachers;

4. the creation of long term educational plans and budgets to support program development and evaluation;

5. the avoidance of "splits" or rivalries in the use of language, especially in the school. This will involve the in-service education of teachers who work in and speak English only.

In summary, we are certain that achievement will be increased if a good bilingual program is established under the right conditions.

RECOMMENDATIONS: ELEMENTARY PROGRAM

Elementary programs currently offered in the school are summarized in Table Eight.

The programs are what one would expect to find in most schools. They reflect the curriculum requirements of the province of Manitoba; they do not reflect the needs and circumstances of the students and community of Easterville.

It must be admitted by all--teachers, parents, students and School Board members--that the current elementary program does not work. Children in Easterville achieve very poorly; many are failed once, twice and sometimes three times in the first six grades. They drop out of school very early. Very few graduate from grade twelve. For example, there are 35 students in grade five. There are only three in grade twelve.

<u>There must be radical changes in the programs in the elementary school if these problems are to be solved</u>. These changes should start as early as nursery school. We recommend that:

> the programs of the elementary school be restructured along the lines described in Table Nine.

Table Eight

Easterville School:

Current Elementary Program

Level	Number of Students	Time	Emphasis
N	17	Half day	Basic English and School Readiness
K	14	Half day	
1	19	Full	Follows the curriculum and the recommended time allotments of the Department of Education
2	30	Full	
3	29	Full	
4	26	Full	
5	35	Full	
6	29	Full	

Table Nine

Easterville School:

Recommended Elementary Programs

Level	Time	Emphasis/Language
N	Half	School Readiness and Language Experience in Cree.
K	Full	School Readiness and Language Experience in Cree.
1	Full	Emphasis on reading, writing and arithmetic. Cree. Oral English only.
2	Full	Emphasis on reading, writing, arithmetic and culture. Cree. One hour and a half per day of oral English language experience.
3 4 5 6	Full Full Full Full	Continuing emphasis on reading, writing, mathematics and culture. Also, increasing use of provincial curriculum. Several units of work on the history and geography of Easterville should be developed.

We also recommend that the elementary program be organized into three major areas of learning: Skill Subjects, Discovery Subjects, and Expressive Arts.

Skill Subjects include speaking, reading, writing, spelling and arithmetic. Here there are certain definite skills we teach children. The skills can be simply identified and communicated to pupils and parents. They are also easily tested for mastery. For example, in grade one arithmetic children are to know all the addition and subtraction facts for the numbers one to ten; they should, by the end of grade one, be able to get eighty per cent of them correct within ten minutes. It is these Skill Subjects that should form the basis for promotion.

Discovery Subjects include the social studies, science and health. Here the children discover aspects of their life. For example, in grade one social studies they study the roles of a mother, father, sister, brother, grandparents, etc. If one child discovers or learns more about these roles than another child, what does it matter? If one child can identify ten birds and ten flowers in science and the other only five of each, what does it matter? That they have gone through a discovery process is what is important. There is no need to even test children in these subjects.

Expressive Arts Subjects refer to music, art, physical education and drama. These are experiential subjects and content learned, degree of mastery, and learning about self, cannot be tested nor should any attempt be made to do so. What is important is that each student should undergo the experience.

This means that the principal and the two language program co-ordinators must exercise leadership in revising the curriculum with the teachers in each grade. What specific skills in each Skill Subject are necessary in each grade? What is the degree

of mastery expected? In the Discovery Subjects, which things will be discovered in each grade? In the Expressive Arts Subjects, what experiences will each child undergo?

What the staff and principal must guard against is the day being oriented toward the Skill Subjects and ignoring the Discovery and Expressive Arts Subjects as being of less worth. It is suggested that the principal, through his evaluation procedures, ensure that not more than fifty per cent of the school day is spent on the Skill Subjects. Of course, the Skill Subjects will be applied considerably in the Discovery and Expressive Arts Subjects.

RECOMMENDATIONS: SECONDARY PROGRAMS

Table Ten provides summary information on secondary programs currently available in Easterville School.

Table Ten

Easterville School:
Current Secondary Programs

Grade	Number of Students	Time	
7	24	Full	Follows the curriculum and time allotments of the province
8	20	Full	
9	18	Full	
10	7	Full	University Entrance program of the province. No electives, or vocational or industrial opportunity.
11	5	Full	
12	3	Full	
Adult Education			None

Table Ten tells a sad story about education in Easterville. Most students drop out of school as early as they can. Those few who remain in school do poorly because of an inadequate education in the elementary school. Those few who do graduate are so poorly educated that they cannot compete for jobs with White students. In addition some have such a poor knowledge of English and are so unable to be at ease in White society that they are afraid to leave the community.

Our interviews with graduates and dropouts lead us to believe that they found school to be a dull, boring, frustrating place. The boredom of unemployment and doing nothing was preferable to school.

This does not reflect badly upon the teachers. Although our task was not to evaluate teachers, we gained the impression that they were hardworking, interested in the students, and doing their best. They, like the students, are caught in a school system that is inappropriate to the needs of the students in Easterville.

What might be done to change the secondary school in Easterville to improve the sad state of affairs that exists?

First of all the School Board should seriously consider dropping grades 11 and 12 for the present. All efforts, human and financial, should be spent on improving the elementary grades and grades 7 to 10. This is where most of the students are. Success should be gained there first. As more and more students achieve well and stay in school longer, then is the time to again begin offering grades 11 and 12. By spending too much money and human resources at the tail end of a system that is not working may well keep you from ever improving the front end.

There are other important reasons for the School Board to give careful consideration to dropping grades 11 and 12 for the present:

1. a School Board has a limited budget and because of that must set priorities and then spend its money wisely. Consider that the average number of students in kindergarten to grade 10 is 25 per room. It costs Easterville approximately $76,000 to operate a classroom for a year or a little more than $3000 per student. In grades 11 and 12, with an enrollment of 8 and one teacher for each grade, it would take $152,000 or approximately $19,000

per student. Another way of expressing it is to say that it costs over six times as much to educate a student in grades 11 and 12 in Easterville than a student in grades 9 and 10;

2. grades 11 and 12 are much more specialized years of study than earlier grades. In order to learn science (physics, chemistry, and biology) schools need well equipped laboratories with much expensive equipment. Students need teachers with specialized knowledge in those areas. In the foreseeable future it does not seem as though Easterville school will have the specialized laboratories and teachers;

3. in order for teachers to teach high school subjects such as English (drama, novel, poetry, composition) and history and geography, they need to have access to a well stocked and organized library. This does not exist in Easterville. Even if the existing library room can be used as a library, it will be several years before it can be stocked with the necessary books for specialized subjects;

4. last, but not least, the School Board should consider the social aspects of learning. At a high school level being with many other students your own age is important. In large classes students can discuss ideas, seek out evidence for their views, express their conclusions and have them challenged by other students who have come to different conclusions. This is an important part of high school education. Likewise high school students should be in large groups in order to engage in social and sports events with their peers. All of this is lacking in Easterville in grades 11 and 12. As a result of our interviews with graduates and dropouts, we came to the conclusion that they might have gone to White communities

and worked there if they had felt more at ease with White people. This is best developed by mixing with them in a school.

For all of these reasons we feel the School Board should give careful consideration to dropping grades 11 and 12 for the present.

What can be done to improve education in the secondary school from grades 7 - 10?

A new attitude and a different organizational structure must be developed. The new attitude should be to consider these grades as transitional, exploratory and as flexible as possible through the offering of some optional programs. It should be transitional in that one of its objectives would be to prepare students to leave the community for either employment or further education, while at the same time meet the life skill needs of those who remain in Easterville. In order to do this the secondary school must have a balance of (1) academic skill subjects, (2) vocational subjects, and (3) exploratory subjects.

A brief listing of these subjects is given below. A subject with an asterisk (*) is new or modified and a description is given following the listings.

Grade Seven	Comments
Mathematics Science English Social Studies Industrial Arts I Home Economics I *Music Physical Education I Cree I (syllabics)	These will largely follow the provincial curriculum. English will have a heavy emphasis on reading, writing and oral expression.

Grade Eight	Comments
Mathematics	As for grade 7
Science	
English	
Social Studies	
Industrial Arts II	
Home Economics II	
Physical Education II	
*Art	
Cree II (syllabics)	

Grade Nine	Comments
Mathematics	As for grades 7 and 8
Science	
English	
Social Studies	
Typing I	
Industrial Arts III	
Home Economics III	Home Economics emphasis upon child care
Cree III OR	Grade 10 credit should be given upon successful completion of two years' study in Cree syllabics.
*Personal Life Skills	

Grade Ten	Comments
Mathematics	As for grades 7, 8 and 9
Science	
English	
Native Studies	
Typing II	
Home Economics/ Industrial Arts IV	
*Personal Life Skills OR Physical Education	

Several special courses should be designed for Easterville students:

1. Music. It would be a music appreciation course covering many kinds of music: from Bach to Beatles, from drums and chants to Redge Bouvette. As years progress and money is available, a portion of the course could be the introduction to, and initial instruction in, playing a musical instrument;

2. Art would be intended to expose students to a number of art forms from oil painting, water colors, pottery, carving, to metal art, etc. It would include a brief study of some of the world's great artists and their works;

3. Personal Life Skills would include parts of business arithmetic: interest rates, budgeting, personal finances, deductions from pay cheques, etc. Also studied would be public speaking, learning about self and any other special needs Easterville students might have;

4. Native Studies would include, in addition to history, a study of the treaty signed for the area, the Indian Act, Northern Affairs Act, as well as the forms of government in both the Reserve and the Metis community.

In addition, adult education courses are needed. Special courses to be offered at night could be developed. Some adults could be placed into regular classes on an individual basis.

We recommend that:

1. Easterville drop grades 11 and 12 for the present. Those students wishing to take grades 11 or 12 should be offered other alternatives;

2. the secondary school, grades 7 - 10, be restructured along the lines described earlier.

RECOMMENDATIONS: FIELD TRIPS

Our interviews with former students, parents and others indicated that when students left Easterville to live in non-Native communities they felt uncomfortable and ill at ease. Some young people returned to Easterville (and unemployment) because they felt very out of place. Because Easterville is isolated from other communities this will always be a problem. But it can be modified. Field trips are one way by which this can be done; especially if they are carefully planned and a part of the school program.

We are of the opinion that each year each grade starting in grade seven should have a field trip as part of its school program. The following should be seen as general suggestions for the principal, staff, and School Board to consider.

Grade 7 - a trip to, and tour of, Winnipeg;

Grade 8 - a week long exchange visit with a non-Native community

Grade 9 - a trip, preferably out of the province, to an entirely different environment;

Grade 10 -a week in residence at Frontier Collegiate where the students attend classes.

In addition, efforts should be made to involve the classes in sports events with other communities at least once yearly. The School Board might consider asking to join the Frontier Games run by Frontier School Division.

It is important that the Field Trips relate to, and be built in, as part of the things taught in school.

We recommend that:

Field Trips be an integral part of each year in school from grades 7 to 10 and that it be the basis for formal learning activities before, during and after the trip.

RECOMMENDATIONS: PUPIL PROMOTION POLICY

As a general rule, parents and teachers should expect that students will be promoted each year. Even in the cases of retarded children, children with special learning problems, poor attenders, or children suffering from poor nutrition or lack of sleep, research shows that little is to be gained by repeating a school grade. This seems to be especially true when a school has a resource teacher who develops individual programs, assists teachers and works with weaker students.

Nevertheless it is also true that some children do learn more slowly than others. Over the years such children fall so far behind that a catch-up or remedial year seems necessary for them.

We recommend that:

1. most Easterville students pass yearly, but at intervals slower students should have a catch-up year during which they will follow a special program planned by the resource teacher;

Grades	1 2 3	.	4 5 6	.	7 8 9 10	.
Possible catch-up year		X		X		X

2. performance in what we have called skill subjects should be the basis for making promotion decisions;

3. the school report card should be revised to reflect this new program and new approach to evaluating student performance.

It should be noted that the school presently has a backlog of age-grade retarded students. We recommend that:

1. a careful study should be made of each such child. Those who can have special individual programs developed for them should be placed in grades more appropriate to their age level. The resource teacher should have an important role in such program.

RECOMMENDATIONS: ADULT EDUCATION

Every effort must be made by the community and School Board to offer some sort of re-entry program for those unemployed teenagers and young adults who have dropped out of school. Either the school should offer such programs or the School Board should negotiate with Keewatin Community College in The Pas to offer them. As long as a large number of teenagers and young adults are in the community doing nothing, vandalism and crime will increase. In addition, this group in the community exerts strong pressure on those still in school to quit and join its ranks.

When Home Economics, Industrial Arts and Typing programs are developed, these courses should be open to community members both during regular school hours and in night classes.

We recommend that:

1. an adult re-entry program be developed for all persons not in school or working and that a special effort be made to get the recent school dropouts back to school through these classes;

2. when the Home Economics, Industrial Arts and Typing programs get established, classes be offered in the evening for adults; and

3. these programs be operated year-round, employment-related, designed to also increase the self-confidence and life skills of adults.

RECOMMENDATIONS: SCHOOL TIMETABLE

It may be that the unique situation in Easterville makes necessary a nine month school year. It is true, however, that by adding a half-hour to each school day for nine months students do not achieve as much learning as spreading it over ten months.

It is wrong to have elementary children in school for three hours at a time without a recess. We were informed that this was done because (a) the playground is rough and covered with dangerous glass and (b) the children fought too much.

Our answers are simple: clean up the playground, haul dirt in and sow it with grass; this should also reduce the number of handy rocks with which to break windows. Children have to learn to play together without fighting and one of the tasks of the school is to train children to do that. Recesses can be staggered so that only a few grades from the elementary school are out at once. Involving the children in games will reduce fighting, as will increasing the number of teachers on supervision.

Students in the new grades 7 - 10 section do not need recess but they should move from room to room rather than having the teachers move.

In both the elementary grades and the new high school group, the purpose of the timetable should reflect the needs of the students rather than the convenience of teachers.

The elementary grades (K-6) might operate as follows:

9:00 - 10:30	class
10:30 - 10:45	recess
10:45 - 12:00	class
12:00 - 1:00	lunch
1:00 - 2:15	class
2:15 - 2:30	recess
2:30 - 3:30	class
3:30	Most students go home. Four or five students remain in each class for intensive work with teachers.
4:00	Remaining elementary students go home. All high school students go home.

The last half-hour would allow the elementary teachers to have thirty minutes a day for intensive instruction with four or five different students each day. This should go a long way towards improving the achievement levels among Easterville students. For those few families that are transported by bus there would be no great inconvenience. The bus would simply make two trips; one at 3:30 and another at 4:00.

The proposed timetable would allow the elementary students to have recess and still allow the nine month school year if that is considered necessary. It adds one-half hour to the grade 7-10 day but this extra time will be needed to offer the new courses of Home Economics, Industrial Arts and Typing/Business Education.

We recommend that:

1. the School Board clean up the playground and give a recess to students in grades 1-6;

2. the School Board implement a new school timetable that will allow one-half hour a day intensive instruction for a different four or five students each day;

3. the School Board extend the school day in grades 7-10 by one-half hour but allow the children a few minutes' break after each class for purposes of moving to other classrooms;

4. various practices which reduce the amount of instructional time (e.g., giving teachers time off to go to The Pas to cash paycheques) be discontinued;

5. the use of time in classrooms be reviewed. For example, allocating forty-five minutes a day to spelling is too much. And more efficient classroom management practices by teachers may increase the amount of instruction received by students; and

6. consideration be given to having a room in the school operated as a supervised study hall for an hour or two several evenings a week. This would allow students from overcrowded homes to study and do homework assignments.

RECOMMENDATIONS: THE SCHOOL BOARD

The School Board is the direct link the parents have in directing the education system their children must attend. In Easterville there are two distinct communities and two forms of government--the Reserve and the Metis community. Each has a different form of government imposed on it; the Reserve by the Indian Act and the Metis Community by the Northern Affairs Act.

If both communities are to become involved in and support the school, it is necessary that the parents be both involved and informed.

We recommend that:

1. the School Board be composed of five persons--two from the Metis community and three from the Reserve;

2. the Metis community be divided into two wards and the people in each ward elect a trustee;

3. The Reserve be divided into three wards and a person from each ward either be elected by the people or appointed by the Chief and Council;

4. the five member School Board elect one of its members as chairperson and that in Board meetings the chairperson votes only in case of a tie among the four trustees;

5. each School Board member, or trustee, be responsible for informing the people in his ward of any important issues the trustees are dealing with and get a feeling for the wishes of the people;

6. the Band delegate authority for education to the School Board. See Appendix C for details concerning how one Band (Peguis) dealt with this issue;

7. the School Board receive training regarding the duties they have which might include policy making, hiring of teachers, conducting meetings, budgeting, decision making, etc.; and

8. the principal be present at all regular School Board meetings to present a brief progress report on the school and to be available to supply any information the trustees and the Chief Executive Officer may require. It must, however, be understood that the principal is allowed to speak only when requested to by the School Board Chairman.

RECOMMENDATIONS: SCHOOL BOARD POLICIES

Does the School Board have a set of policies that guide education in Easterville School? Are the principal and teachers aware of these policies? How do the teachers know when they are doing things wrong if they don't know what the School Board's philosophy is? What special objectives does the School Board have for education? What are appropriate ways of punishing students?

The principal and teachers need to have clear policies from the School Board in order to meet whatever aims and objectives the School Board has in mind for Easterville School.

We recommend that:

1. a written policy handbook be prepared for the direction of education in Easterville;

2. the handbook include policies directing

   a) the philosophy and curriculum of the school

   b) personnel selection, development, evaluation and duties in the school

   c) pupil transportation

   d) the management of the school, including the length of the school year and school day, and the management of pupil records

   e) the duties and powers of the School Board and Director of Education

   f) the management of funds for education

3. all people who have a role in education be required to act according to the spirit of the policies as they are developed;

4. the policy handbook be made available widely; and

5. the policy handbook be up-dated every three years and as the need arises.

It should be noted that considerable assistance in these matters is available from the Manitoba Indian Education Association and from the Swampy Cree Tribal Council.

RECOMMENDATIONS: OTHER EDUCATIONAL AGENCIES

In future it is to be expected that Easterville School Board will wish to seek the expertise available in Frontier School Division, the Department of Indian Affairs, and the Manitoba Department of Education, etc. There is much to be gained from such contacts but there are also dangers--especially in the first years of a locally controlled school. A School Board sometimes accepts the advice of outside experts too readily. The experts have expertise in their field but they don't know the Easterville community. The best expert advice may not be good advice for the particular community of Easterville. The School Board should seek advice widely but jealously control the power to accept or reject it.

A second caution is to beware of other educational agencies imposing themselves upon Easterville. People from other agencies should come when they are specifically invited by the School Board and at no other time.

We recommend that:

1. Easterville School Board carefully guard its power of local control.

RECOMMENDATIONS: SCHOOL STRUCTURE

The current organizational structure of the school is conventional. It is what one would see in most schools and most communities.

Several features of the current structure are noteworthy:

1. the principal is a full-time administrator, while the vice-principal spends half-time in administration;

2. both administrators spend much of their time in student supervision and discipline; and

3. the grades of the school are not grouped or organized according to programs.

While we believe that people and the quality of their work are more important than organizational structures, we also believe that the structures of schools should reflect their programs.

Our main recommendations in this respect are that:

1. the position of half-time vice-principal be eliminated;

2. two one-half time positions be added, one to coordinate Cree programs in the school and the other to coordinate English programs in the school. After three years these positions should be reduced to one-quarter time; and

3. teachers be required to participate more in the supervision of the out-of-class activities of students.

RECOMMENDATIONS: THE ROLE OF THE PRINCIPAL

The principal is a key figure in a school. The principal must be: keenly aware of the quality of teaching, curriculum and organization of the school; concerned that the school has a program which fits together and builds from one grade level to the next; able to provide the Board and Director with information about the school; able to communicate effectively with parents and the community at large; set high expectations for all persons in the school; ensure that the affairs of the school are managed simply and effectively; and willing to delegate certain tasks, such as student supervision, to others. In addition the principal will have to play a major role in implementing recommendations in this report.

We recommend that:

1. the School Board and Director of Education, in consultation with the principal, develop a job description for the principal; and

2. the job description include: one-quarter time teaching, consideration of the above-mentioned factors, and a review of this report, and an examination of tasks (such as playground and hallway supervision) which the principal now does and which should be assigned to other persons.

RECOMMENDATIONS: THE ROLE OF COORDINATORS

Earlier in this report we recommended the elimination of the half-time vice-principalship, a change in the role of the principal, and the addition of two, one-half time program coordinators.

The program coordinators would work under the direction of the principal, in close cooperation with each other, and would be expected to ensure that programs in the school are appropriate and built toward clear short and long term objectives; serve as role models to fellow teachers; provide other teachers with in-service education; and help other teachers to improve their teaching without the threat of evaluation present.

We recommend that:

1. the Director and Principal develop results-oriented job descriptions and training programs for the program co-ordinators, taking the above-mentioned matters into consideration; and

2. only the best people be appointed to the position of coordinator, paying attention only to their skills as teachers, their ability to work with other teachers, and their knowledge of school programs.

RECOMMENDATIONS: COMMUNICATIONS WITH PARENTS

There are three basic ways a school communicates with parents: through the principal, teachers and the children.

The school, at present, has parents meet with teachers at regular intervals. This seems to be having a greater impact than in previous years so it should be encouraged and perhaps even expanded.

But the school must communicate what it is doing in many different ways. Consider the following. The school now offers instruction in grades 9-12. Most of the parents have never been to high school, or for that matter to grades 7 and 8. Yet what the school does in grades 7-12 is quite different from what is done in grades 1-6. How can parents support their children's school efforts if they have only a vague idea of what happens in these grades? The school might organize two or three evenings over the year in which parents are invited to come to school and be pupils. Whatever number of parents come would be divided into two or three groups and would follow a high school timetable. Group one would go to the science room and for a half hour or so actually do a science experiment using the science equipment. Meanwhile group two would be in the Cree room where it might be taught a short lesson in syllabics and then spend the rest of the time looking at the Cree books, magazines and other course materials. After a half hour in class they would rotate with each other and have a different subject. Over time an understanding of what takes place in a high school would develop. Such sessions might be put on two or three times a year.

Similar sessions might be run for the whole school with each night being devoted to a different topic. Possible topics might include:

1. what the school teaches in each grade;

2. an examination of school textbooks and teaching materials;

3. how a parent can help a student do better in school;

4. how to help a child be a better reader, writer, speaker of English, etc.

In short, the school has an educating role to play with parents as well as students. Such activities, although primarily for parents, should be open and invitations sent to all community adults whether they have children in school or not.

The principal plays an important role in communicating with parents and the School Board. In such communications the language should be basic English. It should be completely free of educational jargon such as individualization, socialization, differentiated staffing, etc.

Communicating with parents can also become a part of the curriculum. There is no reason why the Cree syllabic classes in grades 10, 11 and 12 should not produce a school newspaper written in syllabics. This could contain information about the school and be distributed to each home in the community twice a year.

Similarly the English classes in some specified grade might produce a newspaper once or twice a year. In addition to informing parents about the school it could publish some of the best work of the children.

As in all small communities divided into two groups, the homes in the community and the teacherages huddled together behind chain link fences, there is often too little interaction between the parents and teachers. Teachers should be encouraged to visit

homes in the community, attend social functions and generally be members of the community they serve.

We recommend that:

1. the principal and staff consider ways of improving communications with parents and submit their ideas for the approval of the Chief Executive Officer and the School Board; and

2. as the need arises to build additional teacherages, consideration be given to having them built in the community and not on the school grounds.

RECOMMENDATIONS: STAFF RECRUITMENT, EVALUATION AND DEVELOPMENT

Every school wants to have good teachers. But what is a "good" teacher for Easterville school? In view of the recommended changes throughout this report one of the elements of a "good" teacher for Easterville is surely a person who is aware of the achievement problems of the students and is prepared to fit into a new system dedicated to solving the problem. Not all teachers want such a challenge. Not all teachers want to live and work in a remote community like Easterville.

What are the School Boaard's ideas of a "good" teacher? Are these ideas clear in their minds when they interview teachers?

After a teacher has been hired how is the teacher evaluated? Are there regular procedures for evaluation and getting this information to the Chief Executive officer?

If a teacher appears to have a weakness in some area of instruction, what is done to help the teacher? If the whole staff seems to have a weakness, what is done to overcome the problem? In short are there methods to evaluate and then develop teachers within Easterville School?

If the School Board accepts any of the major recommendations in this report, Easterville School will change a great deal and questions of recruitment, evaluation and staff development will become very important.

For these reasons the following recommendations are made:

1. the Chief Executive Officer, the School Board and the principal have a workshop to define a "good" teacher for Easterville and that this definition be the basis for hiring future teachers;

2. a form for evaluation be developed and all teachers be evaluated by the principal twice a year. The October evaluation would identify any weaknesses or areas that could be improved. A later evaluation in April would assess how much the teacher has improved;

3. a staff development program be planned following the first evaluation for the purpose of rectifying common staff or program weaknesses.

   In regards to this recommendation it should be noted that many sources of help are available. The Native Education Branch has an excellent consultant in Nursery/Kindergarten Education. Miss Juliette Sabot would come upon request and free of charge to assist the Nursery/Kindergarten in developing a better program and recommend new materials, etc. Frontier School Division has consultants who would come, free of charge, and assess classroom management problems and then run workshops to help teachers improve. In other areas it might be necessary to hire consultants to do some of the needed training.

4. the current practice of using aides as classroom teachers should be discontinued. While aides might perform some instructional duties, the responsibility for all teaching, N-10, should be in the hands of a qualified teacher. Aides should be enrolled in Brandon University's P.E.N.T. program (Program for Educating Native Teachers) as soon as possible.

RECOMMENDATIONS: PHYSICAL FACILITIES

To have an educational environment that young people will find pleasant and in which they will enjoy learning, it is necessary to have adequate physical facilities. Without these it is not possible to offer the range of programs that children in other schools have. If this cannot be done the Easterville students will always have a poorer education than that of other students in Manitoba.

Two portable classrooms must be attached to the high school part of the school. One must be developed as a Home Economics room; the other as an Industrial Arts room.

One room in the existing school must become a library. This is necessary to better the education of those presently in school but also to have children learn how to use a library--knowledge that is essential when they move to other schools, community colleges or universities. If at all possible the library should serve as a community library and be open to the public at least one evening a week. When a joint school-community library is established grants to operate it are available from Indian Affairs and the province. The Indian Cultural College in Winnipeg offers assistance in setting up such a library.

One room in the existing school must be converted to a science laboratory. If there is no science laboratory the students cannot study science as do students in other schools and thus are at a great disadvantage.

If the new pattern of organization (grades 7-10) is implemented by the School Board, another room will need to be converted to a Business Education room.

It should be noted, however, that these special rooms can be used to teach other subjects as well so they would be in use most of the time. We recommend that:

1. two portable classrooms be added immediately to the high school area and be made into a Home Economics Room and an Industrial Arts Room;

2. two of the existing classrooms be converted into a Library and a Typing/Business Education Room;

3. the School Board consider the feasibility of improving the acoustics in the gymnasium;

4. showers be added to the gymnasium; toilet facilities must be added to the building used as a nursery-kindergarten classroom; and

5. every effort be made to improve the external appearance of the school and grounds.

RECOMMENDATIONS: FINANCIAL RESOURCES

One key aspect of improving education in Easterville is to increase the finances available for education. This should be done in three ways:

1. increased grants from Indian Affairs and Frontier School Division;

2. more effective use of the existing school budget; and

3. the development of a multi-year capital budget.

In regards to Indian Affairs and Frontier School Division, it will be necessary to develop strong briefs on subjects such as increased number of classrooms, special classrooms for a science laboratory; a library; Home Economics and Industrial Arts or for landscaping the school grounds, etc. It should be relatively easy to get special funds for such purposes for they are one year grants rather than continuing year after year.

In regards to making more effective use of the existing school budget the School Committee, Chief Executive Officer and the school principal should, as a group, be involved in the budget process. The budget should be carefully developed and administered so that the best educational value is received for every dollar spent. This should be an on-going process and not a once a year activitiy.

In regards to a multi-year capital budget, the School Board is aware that the necessary additions to the school, redesigning of classrooms (science laboratory, library), installing showers in the gymnasium, etc. will not be done in a short period of time. Indian Affairs needs time to consider additions and renovations. Temporary classrooms and minor modifications will have to do for a few years.

In the meantime, a careful plan for bringing about permanent changes to the building must be prepared. Once the School Board has decided what it wants, perhaps a five year plan should be developed that would specify the improvement looked for each year, tentative cost figured out, rough sketches made, etc. This could then be discussed informally with Indian Affairs before a final submission was made.

We recommend that:

1. strong briefs be developed to convince Indian Affairs and Frontier School Division to fund the development of a library, a science laboratory, additional classrooms for Home Economics, Industrial Arts, Adult Education, and Business Education;

2. the Chief, Executive Director, School Committee and the principal form a special Budget committee to ensure that the existing budget is used more effectively;

3. the Budget committee receive training in making and administering a budget;

4. the Band establish separate accounts for education and ensure that standard practices are followed in accounting for the expenditure of those funds; and

5. the School Board begin developing a multi-year capital budget.

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A FINAL NOTE: THE ROLE OF PARENTS

For too long Native people have sent their children to schools run by someone else and assumed that their children would be educated. This is no longer true in Native or non-Native communities. You may elect a School Board but it cannot ensure your children will learn enough to cope as equals in Canadian society.

For too long Native people have expected others to take responsibility for educating their children. It has not worked.

With local control of education, as in Easterville, a complete change of thinking must occur. They are your children and you have the primary responsibility for them. Local control means parents must take that responsibility. There is no longer anyone else to blame, YOU are responsible!

You, through your School Board, must set the aims and objectives for your school. You must support those aims and objectives or your children will suffer. And if they suffer and experience failure and can't cope with society, some of the blame for that failure now rests upon parents. <u>You</u> control education in Easterville now. What are you prepared to do to make it better?

In this report are many suggestions for the School Board to improve education. There are also many suggestions for teachers. What must the parents do to make education better?

<u>First</u>, parents must support the aims and objectives of the school.

<u>Second</u>, parents must provide suitable clothing, food and a stable home in which the children may grow.

Third, parents must ensure their children attend school regularly. No longer should parents ask their children to stay home to babysit, haul water, etc. Parents must insist their children attend school whether the children want to or not.

Fourth, parents must face up to a few facts. Easterville, like many Indian and Metis communities, has a rapidly growing population. There are too many young people for the few jobs available. Even though there may be some new jobs created in the next few years, the sad fact is that most young people will need to leave the community to find work. The students from Easterville will need a high school education to get those jobs. Parents should stress these facts over and over again to their children. You must get an education and then leave the community to find a job. It is sad but it must be done.

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Appendix A

Other Information

EASTERVILLE SCHOOL ATTENDANCE

1976-77	70.4 %	K- 8
1977-78	76.65%	K- 9
1978-79	74.08%	K-10
1979-80	79.22%	K-11
1980-81	N.A.	
1981-82	N.A.	
1982-83	83.1 %	K-12

Provincial % = 85%

Appendix B

The Rock Point Program

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Bilingual Education at Rock Point — Some Early Results

Paul Rosier and Merilyn Farella

A basic assumption of the bilingual program at Rock Point is that learning to read in the language one speaks will probably result in better reading skills, which will later result in better reading in the second language (English), as measured by achievement test scores. The authors believe that critical thinking is developed through language, and that cognitive development is fostered by education in the native language. Nevertheless, good English reading is important, and the authors report significant increases in English achievement tests scores of 4th and 5th grade Navajo students who learned to read in Navajo and continued to have content instruction in Navajo while they learned English. The biliterate students at Rock Point scored significantly higher in Total Reading on the Stanford Achievement Test than Navajo students in monolingual BIA schools on the Navajo reservation. The yearly rate of growth of Rock Point students was almost double that of the BIA sample population. Apparently the effects of initial literacy in Navajo are cumulative. Rock Point's bilingual-biliterate program demonstrates that instruction in Navajo is both practical and beneficial for Navajo speaking students.

In 1960 Rock Point Boarding School ranked near the bottom of all Bureau schools in the Chinle Agency of the Navajo Area on standardized achievement tests.[1] The school staff implemented an intensive school-wide ESL program in 1963–64. With this approach, student achievement test scores improved significantly; Rock Point averages were higher than those of Chinle Agency and of the Navajo Area. Nevertheless, sixth grade students at Rock Point were still two years below national norms on the Stanford Achievement Test.

In February 1967 the school began a bilingual program with Title I funds. The program was limited to the beginner (pre-first grade) level. Children continued to receive concentrated oral English instruction using an ESL approach, but initial literacy—reading readiness—was introduced in Navajo. Prior to 1971, there was little community control. The PAC or "Education Committee" selected teachers but centralized Bureau of Indian Affairs Personnel procedures determined when teachers came on. and went off, duty. Title I hired teachers were often not brought on duty until Octo-

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[1] Throughout this paper the terms "Agency" and "Area" are used to describe administrative groupings of BIA schools. Navajo Area includes about 50 Bureau of Indian Affairs schools located on the Navajo Reservation. Navajo Area is made up of five Agencies; Chinle Agency includes seven schools. Rock Point was once a Chinle Agency school, but is now a community-controlled "contract" school.

ber or November and were often terminated in late May. Inservice training and the actual teaching program were thus limited. The teachers had no opportunity to take college coursework. There was little continuity.

In 1971 the School Board received a grant directly from the U.S. Office of Education under Title VII, The Bilingual Education Act. This allowed the school to develop a comprehensive bilingual curriculum. The program was expanded from just reading readiness in Navajo to complete initial literacy in Navajo (kindergarten through grade 2). After children learned to read well in Navajo[2] they were introduced to English reading. One of basic assumptions of the program is that a child learns to read only once, in whatever language he is taught, but probably most easily in the language he speaks. He can then transfer most of the skills thus acquired to another language. Learning to read in a second language may require learning new sound-symbol associations and some new rules, but the essential concepts of reading can be transferred.

Educators working with children who speak limited English are interested in bilingual education as a means of providing a better educational opportunity. It is suspected that education conducted in the native language promotes normal cognitive development. It may do this (in a cultural situation like that on the Navajo reservation) by avoiding the possibility of the underdevelopment of language and thinking skills that could eventually result in retarded cognitive development. This concept is supported by Collison's (1974) study in Ghana. This study demonstrated that children who spoke only limited English were able to express themselves more fully and showed grasp of higher abstract concepts when the vernacular was used. The underlying premise was that critical thought is not merely expressed by language, but is brought into existence through language. A basic conclusion of the study was that a child must understand the language of instruction well or his cognitive development may be retarded. At the very least, he will not have the opportunity to fully develop his cognitive processes.

However, many educators are hesitant to begin bilingual programs until there is more "hard evidence." "Hard evidence" usually refers to results of standardized tests. This paper compares school system averages on standardized achievement tests. The authors are only too aware of the problems Anglo achievement tests pose for Navajo students. However, if such tests are "unfair" to Navajo students, they are as unfair for Rock Point students as they are for Navajo students in Bureau schools.[3] To date,

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[1] "Well" is hard to define for Navajo reading due to the absence of objective measures correlated with standards—test scores, graded curricula, etc. By the end of 3rd grade students are able to read all Navajo material produced to date at other curriculum development centers. Many students can decode "adult" Navajo material, although comprehension may be somewhat limited.

[3] Spolsky's (1971) language index shows Rock Point as 4.24, Chinle Agency BIA as 4.29, and the Navajo Area BIA as 4.30 on a 1–5 scale of language at age six, in which 1 is monolingual in English and 5 is monolingual in Navajo.

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relatively few studies on bilingual education have been completed, and to our knowledge none have dealt with Navajo children.[4]

It must be remembered that bilingual education is only in its infancy on the Navajo reservation. The Navajo reservation has been a graveyard of good intentions and programs. Often this is the result of unrealistic expectations, and the inability of a system to initiate change within itself.[5]

The problem that the Navajo Reservation poses for educators is in many ways unique and there are few precedents to follow. Each program is expected to solve all the problems of Navajo education or be discarded. The Rock Point staff does not expect the bilingual program it has established to meet all the educational needs of its students. The school does believe that a bilingual-biliterate-bicultural approach has much to offer. The program results thus far seem to justify this assumption.

LIMITATIONS

Before outlining the results of the Rock Point bilingual program, some limitations of the program, and this article, should be explained. First, 1974–1975 fourth graders[6] are the first children to have had continuous instruction since entering school. These students are the vanguard. They have had to live with all the unexpected mistakes. Hopefully, the students following them are receiving better instruction because of modifications and refinements made in the program and the increased experience of their teachers.

Second, the fifth grade results for the school year 1974–75 were achieved by students who received bilingual instruction in their first year of school. They received reading readiness in Navajo, but then were in a monolingual English program until third grade. During their third and fourth grades, these students received Science and Social Studies content instruction in Navajo. During the fifth year, they continued the content instruction, but also were re-introduced to Navajo literacy—i.e., they were taught to read and write Navajo. Thus, the fifth grade students have had four years of some type of bilingual instruction during the six years they have been in school.

Third, since reading is considered to be the most important subject area in elementary education and best reflects total language skills, only results

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[4] Modiano (1966) compared two groups of Indian students in Chiapas, Mexico. One group was introduced to reading in the native language and later transfered to Spanish reading. The other group was introduced to reading in Spanish only. At the end of third grade, two instruments, a reading comprehension test and a teacher questionnaire, were used to asses the Spanish reading comprehension average of each group. Modiano found that children introduced to reading in the native language first scored significantly higher than those children taught in Spanish only.

[5] For a discussion of this view as it applies to the Federal education system of the Navajo Reservation, see Lynch (1975).

[6] There were 40 fourth grade students; of this number, 20 had received continuous bilingual instruction. The remainder had received at least one year of monolingual instruction in English since entering school.

of the reading subtests of the standardized tests will be discussed in this article.

Fourth, there are no actual control group results to report since no control groups were established. Comparisons are made among students who received continuous bilingual instruction, those who received interrupted bilingual instruction, and those who had no bilingual instruction. Specifically, the comparisons are: (1) the 1975 Rock Point fourth and fifth grade test scores compared with the Rock Point 1972 (no bilingual instruction); fourth and fifth grade scores (2) Rock Point fourth grade students who had continuous bilingual instruction compared with those who had interrupted bilingual instruction; (3) the Rock Point fifth grade average compared with that of the combined average of fifth graders in eight Navajo Area BIA schools;[1] and (4) the rates of growth for Rock Point's grades two through five in 1972 and 1975 compared to those for the BIA's grade two through five in 1972 and 1975.

Comparing the average reading achievement scores of Rock Point's 1975 fourth and fifth graders with those of Rock Point's 1972 classes is justifiable since Rock Point average scores have been significantly higher than the averages of Chinle Agency and Navajo Area for the past ten years. The results compare group averages on two editions of the Stanford Achievement Test. The pre-bilingual results are based on the 1964 test edition; the recent results are based on the 1973 revised edition of that test.

Finally, there has been no attempt to account for or control the many other variables that might be involved in these results. The only variable examined is whether bilingual instruction was involved, and to what degree.

DATA

The results of each comparison will be presented separately in the order mentioned above. In each case the grade level is as of May 1975.

(1) 1975 and 1972 fourth and fifth grade comparisons.

Fourth Grade

Students in the fourth grade were tested in May 1974 and May 1975 on the Stanford Achievement Test (1973 edition). Results of the 1975 testing are compared with the Rock Point 1972 fourth grade results. Only those students who received continuous bilingual instruction since entering school are reflected in the 1975 results. Total reading scores include Word Meaning, Reading Comprehension and Word Study Skills subtests. The results are presented in Table 1; a brief discussion of each area follows.

Total reading scores seem to indicate a significant difference between the groups, although one test was given in February and the other in May.

The relationship to national norms is based on how the children compared to the national norms at the time the test was given. For the February

[1] The eight BIA schools might be considered control scores in that initial literacy is in English in these eight schools. There are, of course, other differences between Rock Point and the eight schools, and among the eight schools themselves.

TABLE 1

A comparison of Rock Point Fourth Grade Reading Achievement in 1972 and 1975.

Group	Month and Year of Test Feb. 1972	May 1975
National Norms	4.5*	4.8
Rock Point Fourth Grade	3.2	4.2
Relationship to National Norms	1.3 below	.6 below

* (Test scores are in grade-equivalents)

1972 test the national norm was 4.5, and for the May 1975 test the national norm was 4.8. Although the students in the bilingual program are still below national norms, the deficit is 7 months less than in 1972.

Several additional points seem worth mentioning because they are significantly better for the fourth grade in 1975 than for Rock Point students in the past:

1. Thirty-seven percent of the children scored at or above grade level (4.5) in Total Reading.
2. Fifty-eight percent of the students scored at fourth grade level (4.0) or above in Total Reading.
3. Sixty-eight percent of the students scored at fourth grade level (4.0) or above on the Reading Comprehension subtest.

All these students learned to read in Navajo first.

Fifth Grade

The fifth grade was tested in February 1975 using the Stanford Achievement Test, Intermediate I battery. In Table 2 the results are compared with the 1972 fifth grade test results.

TABLE 2

A comparison of Rock Point Fifth Grade Reading Achievement in 1972 and 1975.

Group	Month and Year of Test Feb. 1972	Feb. 1975
National Norms	5.5	5.5
Rock Point Fifth Grade	3.9	5.0
Relationship to National Norms	1.6 below	.5 below

The difference in total reading averages as 1.1 years. The 1975 fifth graders are still below national norms (.5 years), but the deficit has been reduced by more than one year.

There were other aspects of these scores which seem significant and which surpass Rock Point's previous best averages.

1. No group of fifth graders had in the past averaged above 5.0 on the Reading Comprehension subtest. (The 1975 group averaged 5.2).
2. Twenty-eight percent of the students scored at or above grade level (5.5) in Total Reading.

3. Fifty percent of the students scored at or above the fifth grade (5.0) level in Total Reading.
4. Forty-six percent of the students scored at or above grade level (5.5) on the Reading Comprehension subtest.
5. Sixty-eight percent of the students scored at or above the fifth grade level (5.0) on the Reading Comprehension subtest.

(2) Fourth grade students with continuous bilingual instruction compared to those with interrupted bilingual instruction.

The fourth grade was composed of two classrooms. Continuous and interrupted students were mixed in both classrooms. There was no attempt to separate the students, and teachers did not know which category a child was in. The groups were identified only after the tests were given and scored.

Both groups were tested in May 1975 on the Stanford Achievement Test, 1973 edition. There were twenty students in each group. The results are shown in Table 3.

TABLE 3

A comparison of Rock Point Fourth Grade Students—those who had continuous instruction and those who had interrupted instruction.

Group	Type of Instruction	
	Continuous Bilingual	Interrupted Bilingual
National Norm	4.8	4.8
Rock Point Fourth Grade	4.2	3.4
Relationship to the National Norm	.6 below	1.4 below

The continuous bilingual instruction group averaged 8 months higher in total reading scores. This seems to be significant, since the only difference in the instruction of the two groups was the degree of bilingual instruction. However, a note of caution must be given—the interrupted bilingual group tends to be older, slower children who entered school before the bilingual program was completely established.

(3) Achievement of Rock Point fifth graders compared to the combined average of eight BIA schools.

The eight BIA schools were a representative sample of the BIA schools in the Navajo Area. The schools represented a range of linguistic differences. The combined schools' average would probably reflect a linguistic situation similar to Rock Point's, i.e., approximately 90--95% of the students entering school are essentially monolingual Navajo speakers. To our knowledge, none of these students has received bilingual instruction.[5]

All the students were tested in February 1975 using the Stanford Achievement Test, Intermediate 1 battery (1974 edition). See Table 4.

[5] Bilingual instruction means an organized instructional program in Navajo, not occasional interpretation of English language instruction into Navajo. See Anderson and Boyer (1970, p. 12).

TABLE 4

A Comparison of Rock Point Fifth Grade Student Achievement with the Fifth Grade Student Achievement of Eight BIA Schools.

Group	Schools	
	Rock Point	Eight BIA Schools
National Norm	5.5	5.5
Fifth Grades	5.0	3.4
Relationship to the National Norm	.5 below	2.1 below

The difference in the total reading average between the two groups is 1.6 years. The Rock Point fifth graders remain below the national norm (.5 years), but they are significantly closer to the norm than the average of the BIA schools. The highest single BIA school average was 3.9.

(4) Rates of growth.

Perhaps the most striking aspect of Rock Point's scores is the rate of growth they reflect. The yearly rate of growth is figured by subtracting the average score of the lowest grade tested from the average score of the highest grade tested. The difference is divided by the national norm rate for the same interval.

Example of Computing Growth Rate

5th grade average:	3.4
2nd grade average:	1.9
Total Growth for 3 years:	1.5

1.5 by 3 years: .5 average yearly growth.

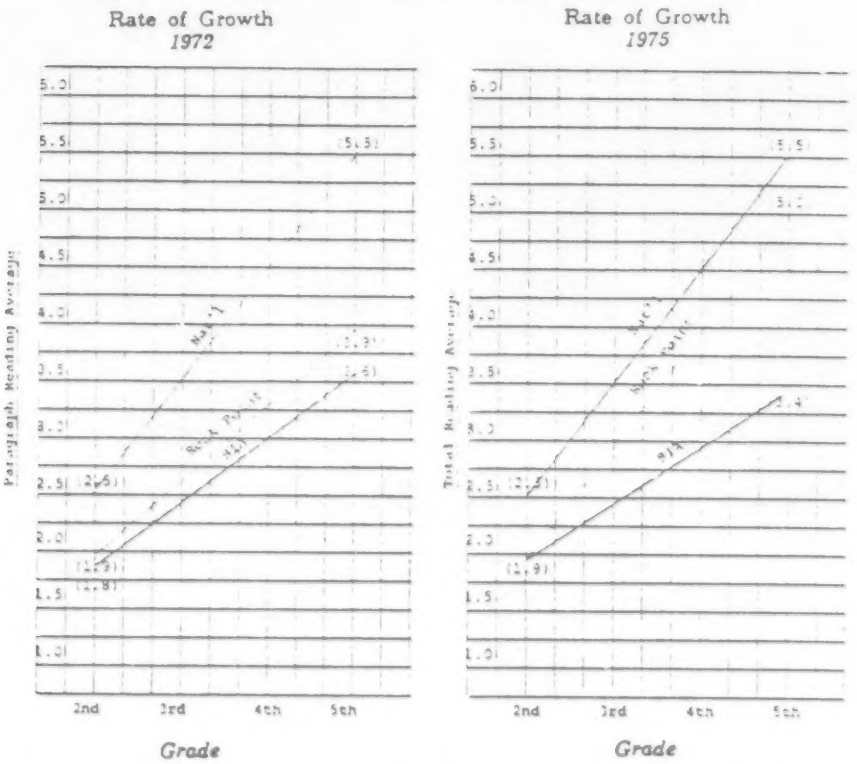
The lower this quotient, the further a group is from "normal" achievement. A group, such as Navajo students, that starts with a below average achievement score would have to grow at a yearly rate above 1.0 to have any hope of eventually achieving at the "normal" level of the national population at the same grade level.

When such a figure is graphed, the slope of the line appears steeper than that of the line for the national norm. A parallel line would indicate that a group could eventually arrive at a projected goal or level of normal achievement (for example, a 10th grade reading level), although the time involved would be longer than that required for the norm group to attain the same level of achievement. Obviously, if the time required is more than the group can be expected to remain in an educational setting, it is questionable whether it would ever arrive at such an achievement level.

Growth rates for the BIA and for Rock Point in 1972 and 1975 are presented in Figure 1 in graph form.

The 1972 Rock Point students had had no bilingual instruction. The growth rate for Rock Point in 1972 was .67, while the BIA rate of growth (for students who also had no bilingual instruction) was approximately .60. For the eight Navajo Area BIA schools tested in 1975, the rate of growth was .50. The average rate of growth for Navajo students in grades two through five in BIA schools has changed remarkably little over 3 years.

Figure 1: Comparison of Rock Point and BIA Growth rates.*



* The BIA growth rate shown for 1972 was figured using a second grade average of scores from four years, 1968, 1970, 1971, and 1972. Thus the 1972 BIA growth rate used here must be regarded as an approximate figure.

The 1975 growth rate for the combined groups of Rock Point students, those who had continuous bilingual instruction and those who had interrupted bilingual instruction, was 1.03. This shows an increase of 36% after the introduction of literacy in Navajo and bilingual instruction.

It should be pointed out that Rock Point's 1972 rate of growth was based on a second grade Paragraph Meaning subtest average of 1.9, subtracted from the fifth grade average of 3.9. In 1975, Rock Point's second grade students averaged the same as in 1972 (1.9). The Navajo Area cumulative average for second grade in 1972 was 1.8: for the 1975 BIA sample second grade, it was 1.9. In 1975, as for every year since initial literacy in Navajo was implemented school-wide, all second grade students at Rock Point had been reading in English for *5 months or less* when the Stanford Achievement Test, Primary I, was administered in February. That they still averaged the same as BIA second graders with at least two years' experience reading in English is remarkable. More important, however, is the fact that Rock Point's rate of growth showed a significant increase over

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3 years, even though the "base line" grade average remained the same as in years before bilingual instruction. We think bilingual instruction was a major factor in this increase. It represents the cumulative effects of initial literacy in Navajo and the promotion of cognitive development through instruction in the native language.

EXPLANATION AND INTERPRETATION

Interpretation of this data must reflect the limitations mentioned earlier. One possible explanation of the data is given below.

The 1975 Rock Point fourth and fifth grade students received initial readiness instruction in a language they spoke. The fourth graders, who had continuous bilingual instruction, became competent readers in Navajo before English reading was introduced. Both groups averaged higher than students in Rock Point and in BIA schools who had no bilingual instruction.

Students taught to read in a language that is unfamiliar face two tasks. They must learn to understand (if not talk) the new language. And they must learn the skill of reading, using that language. In the bilingual approach, reading is taught in a familiar language, reducing the task facing the child to that of learning the skill of reading. Once reading skills have been established in the first language, they can be transferred to the second language (which the child has been learning orally for some time).

Both the fourth and fifth graders in this study had received instruction in content areas in Navajo since the third grade. The teaching of Science and of Navajo Social Studies in the Navajo language may have given students practice in critical thinking beyond the level accessible to them in a monolingual English curriculum. Teaching in Navajo may also have given the Navajo language equal prestige with English. Certainly the results of the studies conducted by Lambert (1960) at McGill University would indicate that there could easily be a language-prestige problem on the Navajo Reservation which would affect student self-image. Lambert (1973) found that the introduction of bilingual instruction gave French equal prestige with English, and it is assumed this had a direct influence on self-image. Since no such studies were conducted at Rock Point, this must remain only conjecture.

CONCLUSION

The difference between the Rock Point and the eight-school BIA averages suggest that Rock Point students' academic achievement in English is better. The difference between the 1975 Rock Point averages (continuous and interrupted bilingual instruction) and the 1972 Rock Point averages (no bilingual instruction) strongly suggest that bilingual instruction is the major factor. Data presented here suggest that the effects of (continuous) bilingual instruction may be cumulative: that while Navajo students who have recently (in 2nd grade) added reading in English to reading in Navajo may do no better on standardized achievement tests than Navajo students who began reading in English, they do achieve better test scores each year

thereafter. Nor does the difference seem to remain the same. The students who learned to read in Navajo appear to obtain scores progressively higher than those who did not. In effect, their rate of growth helps them to achieve progressively closer to the "national norms" in each grade third through sixth, instead of maintaining a continuous "educationally retarded" level of achievement.

The data discussed in this article are the first in what we hope will be a long-term study. Despite the limitations noted, "hard data" that indicates initial literacy in the mother tongue and continuous bilingual instruction can lead to better academic performance in English by Navajo-dominant students seems to be emerging. The bilingual-biliterate program at Rock Point demonstrates that instruction in Navajo is both practical and beneficial for Navajo-speaking students. Much remains to be done, but bilingual education for Navajo students can no longer be dismissed as "mere romanticism."

Addendum

Since this article was written, the Stanford Achievement Test was given in February 1976. The 4th graders in the article, who are now the 5th grade, averaged 5.4 (combined continuous and interrupted bilingual instruction) in Total Reading on the Intermediate I test. This is 1 month below the national norm. The 6th grade, who were the 5th graders in this article, averaged 6.6, one month above norm, on the Intermediate II. These results lend further weight to the contention that initial literacy in their native language will eventually help Navajo students achieve at normal levels in English. They indicate, for these students, a reversal of the trend towards increasing educational deficiency that generations of Navajo students have experienced. These students, of course, have the additional advantage of being literate in Navajo.

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Appendix C

The Legal Status of the Peguis Band Education Authority

PEGUIS SCHOOL BOARD
PEGUIS BAND EDUCATION AUTHORITY
PEGUIS BAND OF INDIANS

PEGUIS CHIEF AND COUNCIL

Peguis Chief and Council believe that Education is essential and the most important event in a person's life. An Education of the highest quality, delivered by the best qualified personnel should be strived towards for all the members of the Peguis Band. The opportunity to receive the ultimate skills to cope with life within and out of the Indian Society should be made available to all that are interested.

The relationship that the Council shares with the Peguis School Board is one of trust and confidence in dealing with matters and policies affecting Education.

In this regard, the authority to handle all Educational issues and programs was transferred to the Peguis School Board on Nov. 10/1977 by Band Council Resolution No. 70/1977-78.

Being the ultimate authority on the Peguis Reserve, the Chief and Council requires that the School Board be responsible at all times to Chief and Council.

Adopted: May 4, 1982

PEGUIS SCHOOL BOARD
PEGUIS BAND EDUCATION AUTHORITY
PEGUIS BAND OF INDIANS

PEGUIS SCHOOL BOARD STATUS

A. A Band Council may designate a board education authority to assume the responsibilities for education delegated to the Band Council by the Minister.

B. Letter from Chief and Council to D.I.A.N.D. stating the governing structure for education. Letter dated November 20, 1976 stated:

"The Peguis School Board shall consist of the following:

- Chairman
- Board Member - South Peguis
- Board Member - North Peguis
- Board Member - Central Peguis
- Board Member - Council Member
*- board Member -

As you note there is geographical representation of the residents of Peguis. The members will be appointed initially until such time as the educational matters; administration and budget is firmly established and has operated soundly for an adequate period of time.

As elected leaders, the Chief and Council have chosen to delegate educational authority to the "Peguis School Board".

In meeting we fully agree that it is our responsibility as leaders of the Peguis community to ensure a proper education system for our children.

. . . /2

PEGUIS SCHOOL BOARD
PEGUIS BAND EDUCATION AUTHORITY
PEGUIS BAND OF INDIANS

LEGAL STATUS - 2 -

You will note there is a name change from school committee to School Board since the delegated body of authority will have a larger area of responsibility than that conceived presently by a school committee.

The Chief and Council foresee that the appointed School Board members will operate in a manner similar to the provincial school board."

*NOTE: This seat on the School Board has never been filled by Chief and Council.
Letter from the Superintendent to the Red Rose Community Committee. Letter dated December 30, 1980.

C. Letter from the Chief to D.I.A.N.D. stating enclosed Band Council Resolution (B.C.R.) to D.I.A.N.D. Letter dated November 10, 1977 and B.C.R. dated and signed November 1, 1977.

WHEREAS, on May 26, 1976, the Peguis Chief and Council by Band Council Resolution gave a notice of intent to take over all education programs September 1, 1977,

WHEREAS, on November 20, 1976 the Peguis Chief and Council by letter to the Director General, Department of Indian Affairs and Northern Development, established the governing structure for education,

THEREFORE, we further endorse the Peguis School Board by this band council resolution to be the recognized education authority for the Peguis Band of Indians.

. . . /3

PEGUIS SCHOOL BOARD
PEGUIS BAND EDUCATION AUTHORITY
PEGUIS BAND OF INDIANS

RED EAGLE

LEGAL STATUS - 3 -

FURTHERMORE, the Peguis Chief and Council endorse the establishment of the Memorandum of Agreement to be signed between the Peguis Band of Indians and the Department of Indian Affairs and Northern Development establishing, "Local Control of Education", under the administration and authority of the Peguis School Board.

D. The Memorandum of Agreement between the D.I.A.N.D. and the Peguis Band signed on December 18, 1977.

E. On_____the_____made a decision with regard to the new make-up of the School Board. It would be:
Chairman - Appointed by Chief and Council
Board Member - elected
Board Member - elected
Board Member - elected
Council Member - Chief

On August 17, 1981 the elections for the School Board were held. The terms announced:

Chairman - Appointed
Board Member - NO. 1 4 years
Board Member - NO. 2 3 years
Board Member - NO. 3 2 years
Council Member - Chief

Elections for the Board Members are to be held on the same date every year.

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Adopted: April 21, 1982

PEGUIS SCHOOL BOARD
PEGUIS BAND EDUCATION AUTHORITY
PEGUIS BAND OF INDIANS

3

INDIAN CONTROL OF INDIAN EDUCATION

In September 1977, the Peguis Indian Band assumed control over Education at Peguis by agreement (Dec. 1977) with the Department of Indian Affairs. This step was in tune with the position taken by the National Indian Brotherhood, such position being accepted by Indian Affairs in February, 1973.

While the Peguis School Board promotes Indian control of Indian Education and works diligently with other Bands in Manitoba to promote Local Control, it is to be understood that the main reason that Peguis assumed Local Control in 1977 was the realization and concern over the fact that the Board felt that our children's needs in Education were not being met by the prevailing system under the Department of Indian Affairs. Local Control was exercised as the best alternative for improving the school program for Peguis students at that time but may not necessarily remain as the only option as time passes.

Adopted: May 3, 1982

PEGUIS SCHOOL BOARD
PEGUIS BAND EDUCATION AUTHORITY
PEGUIS BAND OF INDIANS

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SCHOOL BOARD RELATIONS WITH CHIEF AND COUNCIL

1. The Board recognizes the Council as the authority for all reserve policies.
2. The Board recognizes that education is a delegated responsibility from Chief and Council.
3. The Board believes that a positive working relationship must be continued for the better development of education for the community.
4. The Board will be cognizant of Council policy and will operate in accordance.
5. The Board recognizes that it is directly responsible at all times to Chief and Council.

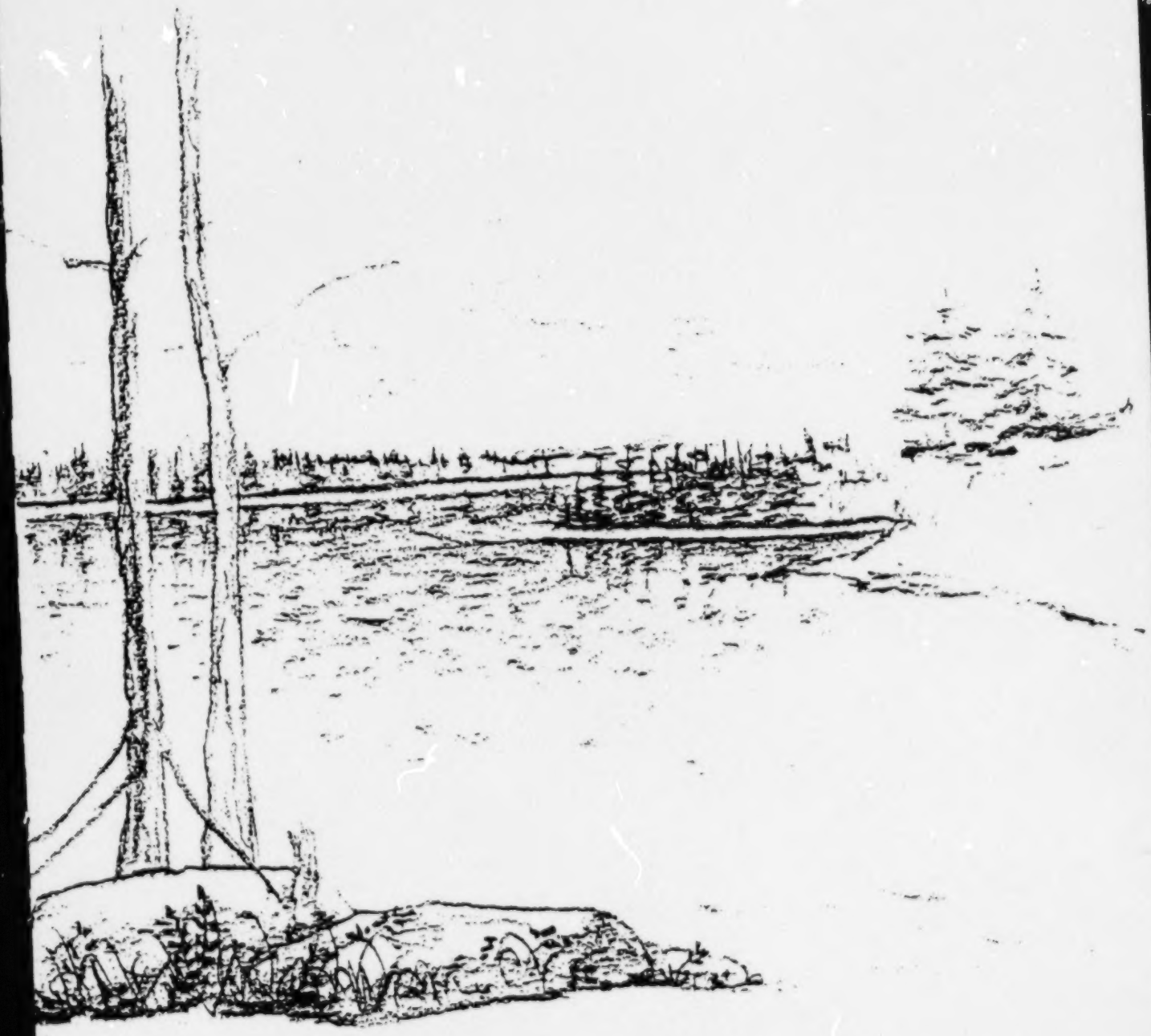
Adopted: September 27, 1982

Appendix D

Sources of Information

The information on which this report is based was drawn from a number of sources:

a. a community meeting
b. interviews with graduates of the school
c. conversations with the School Board, Chief, and Chief Executive Officer
d. an interview with the mayor of Easterville
e. surveys of teachers
f. interviews with the principal of the school
g. observations of the school
h. examination of the contents of school files
i. an analysis of student test data.



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